

## X. SYSTEM-WIDE ANALYSIS

A primary goal of California's PBA system is to develop a report card that measures how the workforce preparation system as a whole is succeeding in preparing participants for the labor force. While all the programs in the PBA system prepare individuals for success in employment through some kind of workforce preparation service or training, each program has different missions, targeted populations, reporting requirements and data collection. The current PBA system includes eight publicly funded workforce preparation programs. The intent is to eventually capture outcomes for all participants of California's workforce preparation system.

For the first time, the PBA report examines the outcomes of a particular group of individuals within the system as a whole. The performance measures summarized in this chapter highlight individuals who were receiving or eligible to receive Aid to Families with Dependent Children (AFDC recipient) before participation in the programs within the PBA system and their employment outcomes after program participation. Note that during the reporting period, in December 1996, the federal Temporary Assistance for Needy Families (TANF) program, which replaced the AFDC, Emergency Assistance and Job Opportunities and Basic Skills Training programs, went into effect. On January 1, 1998, the California Work Opportunity and Responsibility to Kids (CalWORKs) program implemented TANF in California. The third year of PBA reports may begin to show effects of this change.

The PBA system partners strive to identify common data elements and definitions across programs and continue to build upon these in the effort to develop standardized measures that support systematic review. For more detail on the various data elements within the PBA system, see Chapter I. Development of common data definitions continues to be a challenge for the PBA system.

### A. DELIVERY SYSTEM

**Table X-1** on the following page summarizes the number of members of the 1995-96 and 1996-97 PBA cohorts that were identified as receiving or eligible to receive AFDC in the year before program participation. See Chapters II-IX for more information about the service delivery systems of the programs below:

- Chancellor's Office of the California Community Colleges, vocational education and certificated programs.
- Employment Development Department's (EDD's) Job Service (JS) program, Job Training Partnership Act (JTPA) Title IIA and Title III programs, and California Training Benefits program (CTB);
- Department of Corrections programs (for 1996-97 cohort only);
- Employment Training Panel (ETP);
- Department of Rehabilitation's vocational rehabilitation program; and
- Department of Social Services, Job Opportunities and Basic Skills Training Program/Greater Avenues to Independence (GAIN).

Note that the numbers of participants in the following table represent participants as reported by each program, and a given AFDC recipient may have been served by more than one program.

**TABLE X-1**  
**COHORT MEMBERS RECEIVING AFDC IN THE 12 MONTHS PRIOR TO WORKFORCE PREPARATION PROGRAM**  
**PARTICIPATION BY PROGRAM**

PBA Partner Programs	1995-96 Cohort				1996-97 Cohort			
	Total Program Cohort	Number of AFDC Recipients	Percent of Program Cohort	Percent of PBA AFDC Cohort	Total Program Cohort	Number of AFDC Recipients	Percent of Program Cohort	Percent of PBA AFDC Cohort
<b>Chancellor's Office</b>								
Completers	50,524	4,591	9.0 %	13.8%	32,011	2,984	9.3%	5.4%
Leavers	21,504	1,905	8.8 %	5.7%	97,717	4,811	4.9%	8.7
<b>CTB</b>	21,980	949	4.3 %	2.8%	21,632	1,106	5.1%	2%
<b>Corrections</b>	N/A	N/A			53,840	4,197	7.8%	7.3%
<b>ETP</b>								
Completers	19,430	152	<1 %	<1%	24,654	247	1%	<1%
Retrainees	N/A	N/A			23,399	211	<1%	<1%
New Hires	N/A	N/A			1,255	36	2.9%	<1%
Leavers	4,568	92	2.0 %	<1%	7,249	137	1.9%	<1%
Retrainees	N/A	N/A			6,678	104	1.6%	<1%
New Hires	N/A	N/A			571	33	5.8%	<1%
<b>GAIN</b>	1,658	1,206	72.7 %	3.6%	901	712	78.5%	1.2%
<b>JTPA</b>								
Title IIA								
Completers	14,561	4,105	28.2 %	12.3%	14,872	4,430	29.8%	8%
Leavers	14,591	4,785	32.8 %	14.4%	13,337	4,677	35.1%	8.4%
Title III								
Completers	12,664	473	3.7 %	1.4%	15,453	622	4.0%	1.1%
Leavers	4,792	253	5.2 %	<1%	5,235	285	5.4%	<1%
<b>Job Service</b>	46,902	13,812	29.4 %	41%	61,326	32,856	53.6%	59.5%
<b>Vocational Rehab</b>	12,364	965	7.8 %	2.8%	10,003	812	8.1%	1.4%
<b>TOTAL</b>	<b>225,538</b>	<b>33,288</b>	<b>14.7 %</b>		<b>358,230</b>	<b>57,876</b>	<b>16%</b>	

## B. PARTICIPANT CHARACTERISTICS

Each of the programs within the PBA system offers different services, and applies differing eligibility criteria in some cases. The group of individuals under review in this chapter has something in common; they were all either receiving or eligible to receive AFDC before workforce preparation program participation. This cohort was identified by taking participant records from the partner programs and matching these against the Medi-Cal Eligibility Determination (MEDS) extract file maintained by the California Department of Social Services. The MEDS file compiles data collected by county welfare, social service offices, the Social Security Administration, health care plans, Medi-Cal, food stamp programs, AFDC (now Temporary Assistance to Needy Families), County Medical Services Program, and SSI/SSP.

Individuals who were eligible to receive AFDC in any month during the year before the start of training were identified from the MEDS file. PBA standardized measures were applied to this group of AFDC recipients without consideration of the program(s) that served them. The standardized measures display aggregated information on participant outcomes related to employment, retention and wages. The PBA system longitudinal measures of employment retention and change in earnings are presented for AFDC recipients in the 1995-96 cohort as well.

As shown in **Table X-2** below, approximately 14 percent of the total PBA cohort for 1995-96 and 15 percent of the total PBA cohort for 1996-97 were identified as receiving or eligible to receive AFDC prior to program participation. Some partner agencies, particularly EDD Job Service Program and the California Community Colleges, provided additional data for the 1996-97 cohort year, which may explain the slight increase in the AFDC cohort over the first year. Also, for this second year, the California Department of Corrections joined the PBA System and added data to the 1996-97 cohort. This slight increase should not be interpreted that more California residents were receiving AFDC in 1996-97. The State of California Department of Social Services *Public Welfare in California – Annual Report 1995-1996*, reveals a 2.3 percent decrease in total AFDC recipients between fiscal years 1995-96 and 1994-95.

**TABLE X-2**  
**UNIQUE INDIVIDUALS RECEIVING AFDC PRIOR TO PROGRAM**  
**PARTICIPATION<sup>1</sup>**

	<b>1995 – 1996 AFDC Recipients</b>	<b>1996 – 1997 AFDC Recipients</b>
Unique SSNs Receiving AFDC Prior to Program Participation	31,782	55,349
Total PBA System Cohort	225,538	358,236
Percent of Total PBA System Cohort	14.1%	15.5%

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<sup>1</sup> This table presents the number of unique individuals, as identified by unique Social Security Number, in each cohort, regardless of program or program(s) participated in.

The demographic characteristics of the 1995-96 and 1996-97 AFDC recipients are presented in **Tables X-3 and X-4** on the following page. In reviewing these tables, please keep the following in mind:

- Only those demographic characteristics that were consistently reported, using common definitions, by all participating Year Two programs are shown in the tables.
- The percentages may not add exactly to 100 due to the suppression of results based on four or fewer, including zero, records (as indicated by asterisks \*\*) for confidentiality reasons.
- The percentages are based on the number of participant records with data for a given demographic characteristic. Therefore subgroup sizes (n) vary slightly among tables.
- Age was calculated from the reported date of birth to July 1, 1996 (the beginning of the cohort period).

**TABLE X-3**  
**1995-96 AFDC RECIPIENTS DEMOGRAPHIC PROFILE**

<b>AGE</b> (n= 31,500)		<b>PRIOR EDUCATION ATTAINMENT</b> (n= 30,596)		<b>ETHNICITY</b> (n=31,135)	
Category	Percent	Category	Percent	Category	Percent
<18	1.5	<High School	29.9	Asian	7.0
18-24	25.8	High School Graduate	56.7	Black	23.5
25-54	71.9	13-15 Yrs	9.1	Filipino	0.9
55-64	0.7	Asso. Degree	2.3	Hispanic	34.0
65+	*, *	16+ years	1.9	Native American	1.5
				White	32.8
				Other	0.3

<b>DISABILITY STATUS</b> (n= 30,282)		<b>GENDER</b> (n=31,375)	
Category	Percent	Category	Percent
Yes	6.2	Female	76.3
No	93.8	Male	23.7

**TABLE X-4**  
**1996-97 AFDC RECIPIENTS DEMOGRAPHIC PROFILE**

<b>AGE</b> (n= 54,846)		<b>PRIOR EDUCATION ATTAINMENT</b> (n= 55,038)		<b>ETHNICITY</b> (n=54,467)	
Category	Percent	Category	Percent	Category	Percent
<18	0.7	<High School	35.1	Asian	5.8
18-24	20.4	High School Graduate	53.5	Black	23.0
25-39	59.8	13-15 Yrs	7.6	Filipino	0.7
40-54	18.3	Asso. Degree	1.2	Hispanic	38.0
55-64	0.7	16 or more Yrs	2.7	Native American	1.4
65+	*, *			White	30.5
				Other	0.4

<b>DISABILITY STATUS</b> (n= 49,908)		<b>GENDER</b> (n=55,038)	
Category	Percent	Category	Percent
Yes	3.0	Female	76.3
No	97	Male	23.7

## C. TRAINING/SERVICES PROVIDED

This grouping attempts to approximate the amount of service participants received. Each PBA partner agency and/or program tracks participant service differently. Department of Corrections, California Training Benefits, GAIN and Department of Rehabilitation programs did not report information according to the hours of training/services. The categories below were the result of an initial consensus among the partner programs, and changed in the second year to include a separate category for individuals who participated in training equivalent to 3 units of coursework as defined by the Chancellor's Office of the California Community Colleges. These may continue to be modified to encompass data that is comparable across both training and service-oriented programs in future years. **Tables X-5** and **X-6** below indicate that of the 1995-96 cohort, many (50 percent) received short-term services, and some (28 percent) received longer-term services. Most (66 percent) of the 1996-97 cohort received short-term services.

**TABLE X-5**  
**AMOUNT OF TRAINING/SERVICES**  
**1995-96 AFDC RECIPIENTS**

<b>HOURS</b>	<b>Number of Participants</b>	<b>Percent of Total</b>
Under 8 Hours	14,240	49.6
8 to 100 Hours	3,660	12.7
101 to 485 Hours	2,674	9.3
Over 485 Hours	8,132	28.3

**TABLE X-6**  
**AMOUNT OF TRAINING/SERVICES**  
**1996-97 AFDC RECIPIENTS**

<b>HOURS</b>	<b>Number of Participants</b>	<b>Percent of Total</b>
Under 8 Hours	32,067	66.0
8 to 47 Hours	3,673	7.6
48 to 191 Hours (3-11.99 units)	3,126	6.4
192 to 383 Hours (12-23.99 units)	4,030	8.3
384+ Hours (24+ units)	5,725	11.8%

## D. PERFORMANCE MEASURES

This section presents the system-wide summary of the 1995-96 and 1996-97 AFDC recipients for performance measures adopted by the PBA Committee. These measures are summarized in Chapter I and are described in detail in Appendix A.

### EMPLOYMENT RATE MEASURES

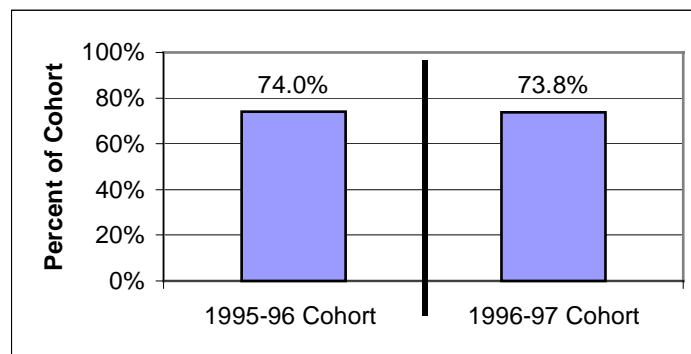
There are two measures of employment rate presented in this second year report:

- Measure 1 Employment Rate: First Year After Program Participation, which is the found employed rate in the first year after program participation; and,
- Measure 2 Employment Rate: Second Year After Program Participation, which is the found employed rate for prior year's cohorts in their second year after program participation.

#### Measure 1 Employment Rate: First Year After Program Participation

As presented in **Figure X-1** and **Table X-7**, the employment rates for the 1995-96 and 1996-97 cohorts the first year after program participation were each approximately 74 percent. **Table X-1** on page X-2 indicates that 41 percent of the 1995-96 and 59.5 percent of the 1996-97 cohorts were individuals participating in Job Service programs who typically are actively seeking employment through short-term intervention and have previous attachment to the labor force. See Chapter VII for a description of service delivery for the Job Service program.

**FIGURE X-1**  
**EMPLOYMENT RATE: FIRST YEAR AFTER PROGRAM PARTICIPATION**  
**AFDC RECIPIENTS**



**TABLE X-7**  
**MEASURE 1 EMPLOYMENT RATE: FIRST YEAR AFTER PROGRAM**  
**PARTICIPATION<sup>2</sup> - AFDC RECIPIENTS**

Number of Quarters Found After Program Participation	1995-96 AFDC Recipients		1996-97 AFDC Recipients	
	Number of Participants	Percent of Total	Number of Participants	Percent of Total
<b>Four</b> quarters (all four quarters after program participation)	12,273	38.6%	20,659	37.3%
<b>Three</b> quarters (any three of four quarters after program participation)	4,151	13.1%	7,211	13.0%
<b>Two</b> quarters (any two of four quarters after program participation)	3,581	11.3%	6,200	11.2%
<b>One</b> quarter (any one of four quarters after program participation)	3,512	11.1%	6,136	11.1%
<b>EMPLOYED IN CA UI-COVERED EMPLOYMENT</b>	<b>23,517</b>	<b>74.0%</b>	<b>40,206</b>	<b>72.6%</b>
<b>TOTAL FOUND IN ALL EMPLOYMENT SOURCES</b>			40,283	72.8%

**Table X-8** shows the percent of 1996-97 AFDC recipients that were found in each of the three employment sources reviewed. Less than one percent (0.1 percent) were found in the DOD active duty employment database. Another 0.4 percent were found in OPM's employment database after program participation. Note that an individual participant could be found in more than one database, so the numbers in this table could represent a duplicative count.

**TABLE X-8**  
**PERCENT FOUND IN EACH EMPLOYMENT SOURCE THE FIRST YEAR AFTER**  
**PROGRAM PARTICIPATION**  
**1996-97 AFDC RECIPIENTS**

Source of Employment Data	Number of AFDC Recipients	Percent of Total
California Employment Development Department-Base Wage Files	40,206	<b>72.6%</b>
U.S. Department of Defense - Active Duty Military	39	<b>0.1%</b>
U.S. Office of Personnel Management	206	<b>0.4%</b>

<sup>2</sup> The California Unemployment Insurance (UI) and Base Wage databases do not include federal employees, self-employed individuals, certain public officials, some family and household domestic workers, workers while on strike, or persons not in the workforce.



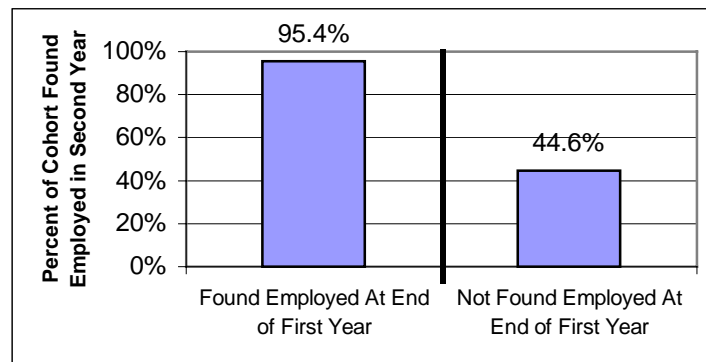
## Measure 2 Employment Rate: Second Year After Program Participation

For this second year of the PBA system, Measure 2 Employment Rate examined employment in the second year after program participation for the 1995-96 subset of AFDC recipients.

The 1995-96 subset of AFDC recipients was divided into two groups depending on whether they were, or were not, found employed at the end of the first year after program participation (found in the fourth quarter after, or +Q4). Note that the employment could be with any employer and was not restricted to the same employer as at the end of the first year.

As shown in **Figure X-2** and **Table X-8**, of the 18,421 individuals found employed the fourth quarter of the first year after program participation (+Q4), 95 percent remained employed in any quarter of the second year after program participation. Of the 13,361 individuals not found in UI covered employment in the first year after program participation, 44.6 percent were found employed in any quarter of the second year after program participation.

**FIGURE X-2**  
**EMPLOYMENT RATE: SECOND YEAR AFTER PROGRAM PARTICIPATION**  
**1995-96 AFDC RECIPIENTS**



**TABLE X-8**  
**MEASURE 2 EMPLOYMENT RATE: SECOND YEAR AFTER PROGRAM PARTICIPATION, 1995-96 AFDC RECIPIENTS**

Status at the End of the <u>First</u> Year After Program Participation (+Q4)		<u>Second</u> Year After Program Participation							
Status	Number of Participants	Found Employed All 4 Quarters		Found Employed Less Than 4 Quarters		Found Employed in Any Quarter		Not Found	
		Number	Percent	Number	Percent	Number	Percent	Number	Percent
Found Employed	18,421	12,730	69.1%	4,841	26.3%	17,571	<b>95.4%</b>	850	4.6%
Not Found Employed	13,361	1,398	10.5%	4,557	34.1%	5,955	<b>44.6%</b>	7,406	55.4%
Total	31,782	14,128	44.5%	9,398	29.6%	23,526	74.1%	8,256	25.9%

## EARNINGS MEASURES

There are two measures of earnings:

- Measure 3 Earnings: Before and First Year After Program Participation, which examines the change in earnings from the year before program participation to the first year after program participation; and,
- Measure 4 Earnings: First and Second Year After Program Participation, which examines the earnings change from the first to the second year after program participation.

Note that all earnings in this report are adjusted to 1995 constant dollars, to permit meaningful comparisons from before to after program participation.

### **Measure 3 Earnings: Before and First Year After Program Participation**

The operational definition of Measure 3, Earnings Before and After Program Participation, was changed between the first and second years of the PBA system. In this second year, the measure is designed to include information about all members of a cohort, both before and after program participation. This was accomplished by first dividing all members of a program cohort into one of four groups, depending on the amount of their earnings before program participation. Each of the before groups was then classified into four non-discrete (overlapping) sets, based on whether the participants were found employed and, if so, the number of quarters for which earnings were found in the first four quarters after program participation.

The four before program participation groups were:

1. Earnings Greater Than or Equal to Annual Minimum Wage Before: Individuals earning greater than or equal to the minimum wage in the year (four quarters) before program participation;
2. Earnings Less Than Annual Minimum Wage Before: Individuals earning less than full-time at minimum wage but greater than or equal to \$1 in the year (four quarters) before program participation;
3. Found in CA, Zero Earnings Before: Individuals found receiving UI, or eligible for AFDC or SSI/SSP, in the year before program participation, but with zero earnings in the year (four quarters); or,
4. Not Found in CA Before: Individuals not found in the California UI, Base Wage, or eligibility for AFDC or SSI/SSP, databases in the year (four quarters) before program participation.

The after program participation sets were:

1. Earnings All Four Quarters After: Individuals with earnings greater than \$1 in each of four quarters of the first year after program participation;
2. Earnings Any of the Four Quarters After: Individuals with earnings greater than \$1 in any one, two, three or four quarters of the first year after program participation (note that this also includes the Earnings All Four Quarters After set);
3. Found in CA, Zero Earnings All Four Quarters After: Individuals with no earnings (or total earnings less than \$1 in CA Base Wage file), but found receiving UI, or eligible for AFDC, or SSI/SSP in any quarter in the first year after program participation; or,
4. Not Found in CA After: Individuals not found in the California UI, Base Wage, or eligibility for AFDC or SSI/SSP, databases in the year (four quarters) after program participation.

**Figure X-3** presents a summary of Measure 3, focusing on the change in Earnings Any of the Four Quarters from before to the first year after program participation for the following three groups:

- Earnings Greater Than or Equal to Annual Minimum Wage Before;
- Earnings Less Than Annual Minimum Wage Before; and,
- Found in CA, Zero Earnings Before.

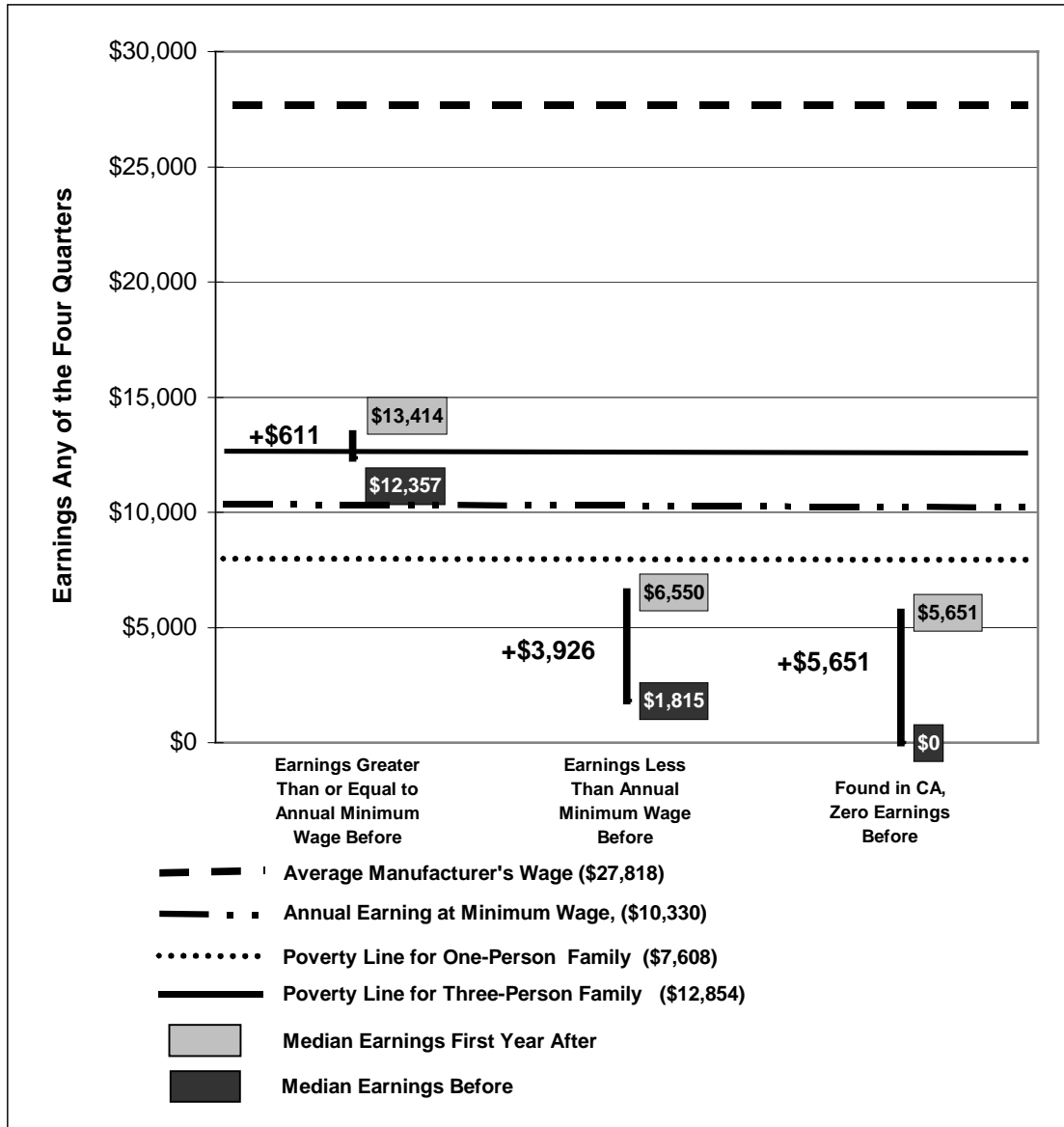
No earnings change can be calculated for the Not Found in CA Before group.

The Earnings Any of the Four Quarters After are presented benchmarked against four comparison earnings rates (described in Appendix A, Technical Appendices):

- Average annual wages for total manufacturing in California;
- California's minimum wage annual equivalent;
- The federal poverty guideline for a three-person family; and,
- The federal poverty guideline for a one-person family.

These benchmarks for the federal poverty guidelines are particularly relevant to the AFDC population.

**FIGURE X-3**  
**MEASURE 3 EARNINGS<sup>3</sup>: BEFORE AND FIRST YEAR AFTER PROGRAM**  
**PARTICIPATION**  
**1996-97 AFDC RECIPIENTS**



<sup>3</sup> All earnings are annual and adjusted to 1995 constant dollars to provide comparison across years, using California Department of Finance Consumer Price Index.

Measure 3 Earnings results are presented in two separate sets of tables.

**Table X-9** presents the earnings for all four before program participation groups, and for the following three after program participation sets:

- Earnings Any of the Four Quarters After;
- Found in CA, Zero Earnings All Four Quarters After; and,
- Not Found in CA After.

**Table X-10** presents the earnings for all four before program participation groups, and for the Earnings All Four Quarters After set only. The reason for presenting these after measures on separate tables is that the full cohort is found in the first three sets, while the Earnings All Four Quarters After set is a subset of the Earnings Any of the Four Quarters After set.

On the following page, **Table X-9** shows that of the 31, 796 individuals on AFDC with zero earnings before program participation, 20,467 were found employed with median earnings of \$5,651 one year after program participation. Of the 20,741 individuals on AFDC and earning less than annual minimum wage before program participation, 17,206 were found employed in one, two, three or four quarters, and gained higher median earnings of \$6,550 up from \$1,815. Fewer individuals (2,732) were found eligible for AFDC, SSI and UI benefits resulting in a median reduction in earnings of \$1,052.

There were 2,812 individuals on AFDC who had earnings greater than or equal to annual minimum wage before program participation and had median earnings of \$12,357. Of these 2,812 individuals, 2,533 remained employed the first year after program participation and gained higher median earnings of \$13,414 which is slightly above the poverty line of \$12, 854 for a three-person family.

**TABLE X-9**  
**MEASURE 3 EARNINGS<sup>4</sup>: BEFORE AND FIRST YEAR AFTER PROGRAM PARTICIPATION**  
**1996-97 AFDC RECIPIENTS**

BEFORE PROGRAM PARTICIPATION GROUP	AFDC RECIPIENTS		FIRST YEAR AFTER PROGRAM PARTICIPATION SETS									
	Number	Percent	Earnings Any of the Four Quarters				Found in CA, Zero Earnings all Four Quarters				Not Found in CA	
			Number	Median Earnings Before	Median Earnings First Year After	Median Change	Number	Median Earnings Before	Median Earnings First Year After	Median Change	Number	Median Earnings Before
Earnings Greater Than or Equal to Annual Minimum Wage	2,812	12.6%	2,533	\$12,357	\$13,414	\$611	185	\$12,298	\$0	-\$12,298	94	\$12,164
Earnings Less than Annual Minimum Wage	20,741	37.5%	17,206	\$1,815	\$6,550	\$3,926	2,732	\$1,052	\$0	-\$1,052	803	\$1,099
Found in CA, Zero Earnings	31,796	57.4%	20,467	\$0	\$5,651	\$5,651	20,467	\$0	\$5,651		9,132	\$0
Not Found in CA	**	**%	**		\$**		**		\$**		**	
TOTAL:	**		**				**				**	
COMPARISON (ANNUAL) EARNING RATES												
Average Manufacturer's Wage <sup>5</sup>			\$27,818									
Minimum Wage <sup>6</sup>			\$10,330									
Poverty Line (Three-person family) <sup>7</sup>			\$12,854									
Poverty Line (One-person family) <sup>8</sup>			\$7,608									

<sup>4</sup> All earnings are annual and adjusted to 1995 constant dollars to provide comparison across years, using California Dept. of Finance Consumer Price Index.

<sup>5</sup> Average weekly earnings for total manufacturing in California, multiplied by 52 weeks and adjusted to 1995 constant dollars. Source: U.S. Bureau of Labor Statistics

<sup>6</sup> Minimum hourly wage, multiplied by 2080 hours and adjusted to 1995 constant dollars. Source: California Department of Industrial Relations.

<sup>7</sup> Federal poverty guideline for a three-person family, adjusted to 1995 constant dollars. Source: U.S. Department of Health and Human Services.

<sup>8</sup> Federal poverty guideline for a one-person family, adjusted to 1995 constant dollars. Source: U.S. Department of Health and Human Services.

**Table X-10** shows that median earnings increased after program participation for individuals with earnings greater than or equal to annual minimum wage and those with earnings less than annual minimum wage before program participation. The median earnings gain after program participation for the greater earnings group was \$3,267 and the median earnings gain for the lesser earnings group was \$8,137.

Those individuals that were found with no earnings before program participation were found employed after program participation with median earnings of \$10,790. This exceeds the poverty line for one person (\$7,608) and the California minimum wage, but is below the poverty line for a three-person family.

**TABLE X-10**  
**MEASURE 3 EARNINGS<sup>9</sup>: BEFORE, AND FIRST YEAR AFTER, PROGRAM**  
**PARTICIPATION**  
**FOR EARNINGS ALL FOUR QUARTERS AFTER SET ONLY**  
**1996-97 AFDC RECIPIENTS**

BEFORE PROGRAM PARTICIPATION GROUP	EARNINGS ALL FOUR QUARTERS AFTER PROGRAM PARTICIPATION			
	Number	Median Earnings Before	Median Earnings After	Median Change
Earnings Greater Than or Equal to Annual Minimum Wage	1,782	\$12,525	\$16,719	<b>\$3,267</b>
Earnings Less than Annual Minimum Wage	9,200	\$2,170	\$10,754	<b>\$8,137</b>
Found in CA, Zero Earnings	9,677	\$0	\$10,790	<b>\$10,790</b>
Not Found in CA	**		\$**	
<b>COMPARISON EARNING RATES</b>				
Average Manufacturer's Wage <sup>10</sup>			\$27,818	
Minimum Wage <sup>11</sup>			\$10,330	
Poverty Line (Three-person family) <sup>12</sup>			\$12,854	
Poverty Line (One-person family) <sup>13</sup>			\$7,608	

<sup>9</sup> All earnings are annual and adjusted to 1995 constant dollars to provide comparison across years, using California Department of Finance Consumer Price Index.

<sup>10</sup> Average weekly earnings for total manufacturing in California, multiplied by 52 weeks and adjusted to 1995 constant dollars. Source: U.S. Bureau of Labor Statistics

<sup>11</sup> Minimum hourly wage, multiplied by 2080 hours and adjusted to 1995 constant dollars. Source: California Department of Industrial Relations.

<sup>12</sup> Federal poverty guideline for a three-person family, adjusted to 1995 constant dollars. Source: U.S. Department of Health and Human Services.

<sup>13</sup> Federal poverty guideline for a one-person family, adjusted to 1995 constant dollars. Source: U.S. Department of Health and Human Services.

**Table X-11** shows female participants as having lower median earnings than males across all pre-program employment groups after program participation. Females consistently had lower median earnings than males both before and after program participation. This could reflect fewer hours or quarters employed, lower wages, or a combination.

**TABLE X-11**  
**MEASURE 3 EARNINGS<sup>14</sup>: BEFORE, AND FIRST YEAR AFTER, PROGRAM PARTICIPATION**  
**1996-97 AFDC RECIPIENTS BY GENDER**

BEFORE PROGRAM PARTICIPATION GROUP	FEMALE AFDC RECIPIENTS		FIRST YEAR AFTER PROGRAM PARTICIPATION SET				MALE AFDC RECIPIENTS		FIRST YEAR AFTER PROGRAM PARTICIPATION SET			
			Earnings Any of the Four Quarters						Earnings Any of the Four Quarters			
	Number	Percent	Number	Median Earnings Before	Median Earnings First Year After	Median Change	Number	Percent	Number	Median Earnings Before	Median Earnings First Year After	Median Change
Earnings Greater Than or Equal to Annual Minimum Wage	1,700	4.0%	1,544	\$12,094	\$12,757	\$188	1,079	8.3%	957	\$12,771	\$14,492	\$1,200
Earnings Less than Annual Minimum Wage	15,244	36.2%	12,658	\$1,688	\$6,293	\$3,767	5,355	41.1%	4,423	\$2,199	\$7,135	\$4,362
Found in CA, Zero Earnings	25,059	59.7%	16,402	\$0	\$5,454	\$5,454	6,601	50.6%	3,970	\$0	\$6,553	\$6,553
Not Found in CA	**	**%	**		**		**	**%	**		**	
TOTAL:	**				30,604		**		**		9,350	

<sup>14</sup> All earnings are annual and adjusted to 1995 constant dollars to provide comparison across years, using California Department of Finance Consumer Price Index.



## Measure 4 Earnings: First and Second Year After Program Participation

For this second year of the PBA system, Measure 4 examined earnings change from the first to the second year after program participation for the 1995-96 subgroup of AFDC recipients.

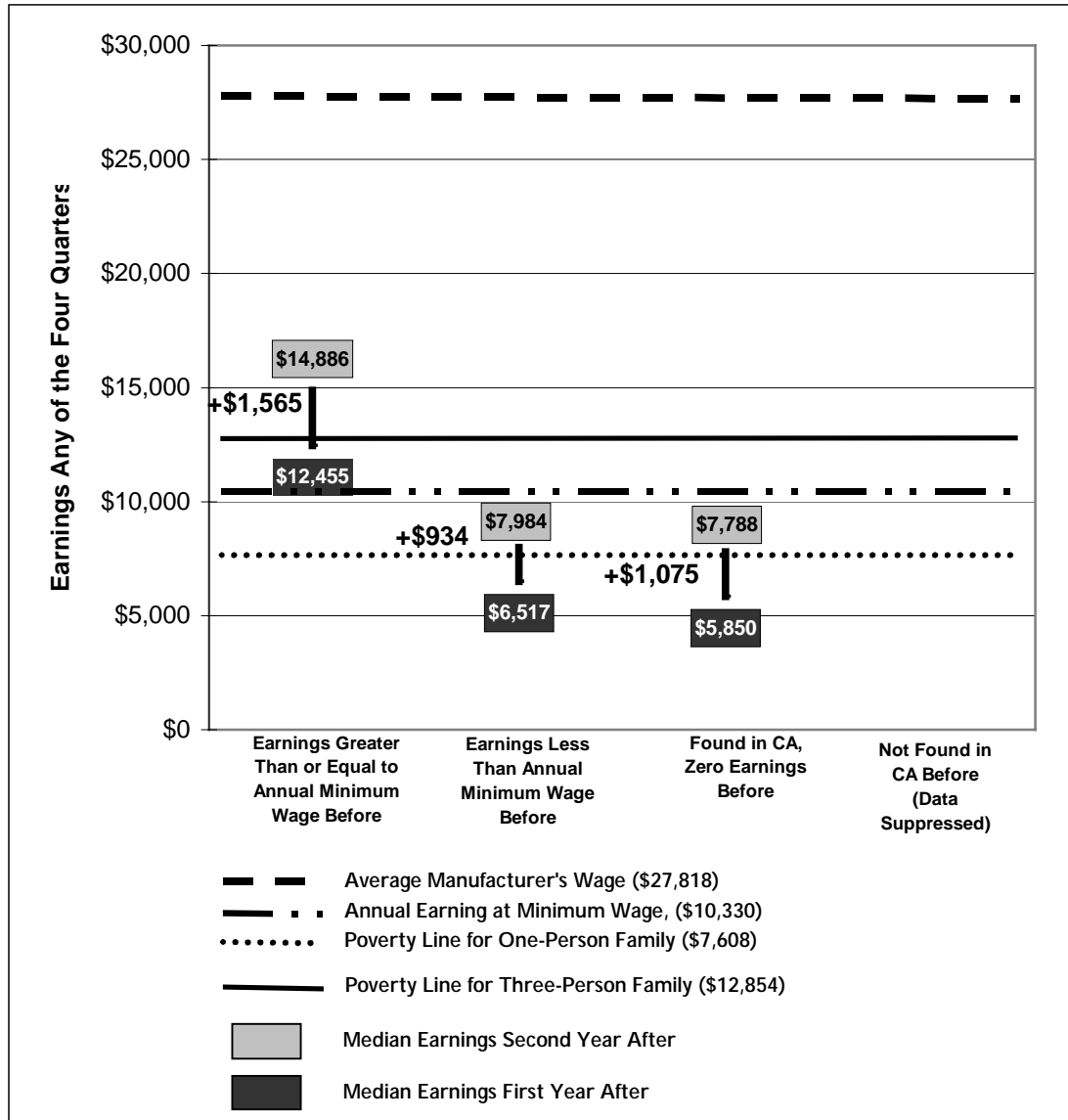
As was defined earlier in the Measure 3 discussion, the 1995-96 AFDC recipient subgroup was divided into four before program participation groups (based on labor market experience and found status), and four after program participation sets. Measure 4 was based on the change in earnings from the first year after program participation (+Q1 through +Q4) to the second year after program participation (+Q5 through +Q8).

**Figure X-4** presents a summary of Measure 4, focusing on the change in Earnings Any of the Four Quarters from the first year to the second year after program participation for the following four groups:

- Earnings Greater Than or Equal to Annual Minimum Wage Before;
- Earnings Less Than Annual Minimum Wage Before;
- Found in CA, Zero Earnings Before; and,
- Not Found in CA Before.

As seen in **Figure X-4** on the next page, there was an overall net increase in median earnings for the AFDC cohort two years following program participation. This increase in earnings was apparent for participants with all levels of pre-program attachment to the labor force, e.g., earnings above or below annual minimum wage. Those who earnings had greater than or equal to annual minimum wage before program participation surpassed the federal poverty line for a family of three.

**FIGURE X-4**  
**MEASURE 4 EARNINGS<sup>15</sup>: FIRST AND SECOND YEAR AFTER PROGRAM**  
**PARTICIPATION**  
**1995-96 AFDC RECIPIENTS**



As shown in **Table X-12**, for AFDC recipients found with Earnings Any of the Four Quarters, the median change in earnings from the first to the second year after program participation ranged from \$934 to \$1,565.

<sup>15</sup> All earnings are annual and adjusted to 1995 constant dollars to provide comparison across years, using California Department of Finance Consumer Price Index.

**TABLE X-12**  
**MEASURE 4 EARNINGS<sup>16</sup>: FIRST TO SECOND YEAR AFTER PROGRAM PARTICIPATION**  
**1995-96 AFDC COHORT**

BEFORE PROGRAM PARTICIPATION CATEGORY	AFDC COHORT		FIRST YEAR AFTER PROGRAM PARTICIPATION SETS												
	Number	Percent	Earnings Any of the Four Quarters					Found in CA, Zero Earnings all Four Quarters					Not Found in CA		
			Number	Median Earnings Before	Median Earnings First Year After	Median Earnings Second Year After	Median Change Second to First Year	Number	Median Earnings Before	Median Earnings First Year After	Median Earnings Second Year After	Median Change Second to First Year	Number	Median Earnings Before	Median Earnings Second Year After
Earnings Greater Than or Equal to Annual Minimum Wage	1,633	5.1%	1,481	\$12,106	<b>\$12,455</b>	<b>\$14,886</b>	<b>\$1,565</b>	117	\$12,036	\$0	\$0		35	\$12,503	\$0
Earnings Less than Annual Minimum Wage	12,241	38.5%	10,202	\$1,872	<b>\$6,517</b>	<b>\$7,984</b>	<b>\$934</b>	1,653	\$1,120	\$0	\$0		386	\$1,388	\$0
Found in CA, Zero Earnings	17,908	56.3%	11,834	\$0	<b>\$5,850</b>	<b>\$7,788</b>	<b>\$1,075</b>	5,239			\$0		835		\$0
Not Found in CA	**	**%	**		\$**	\$**	\$**	**			\$0		**		\$**
TOTAL:	31,782		**					**					**		
COMPARISON EARNING RATES															
				First Year After (1996-97)				Second Year After (1997-98)							
Average Manufacturer's Wage <sup>17</sup>				\$27,305				\$27,818							
Minimum Wage <sup>18</sup>				\$9,744				\$10,330							
Poverty Line (Three-person family) <sup>19</sup>				\$12,801				\$12,854							
Poverty Line (One-person family) <sup>20</sup>				\$7,633				\$7,608							

<sup>16</sup> All earnings are annual and adjusted to 1995 constant dollars to provide comparison across years, using California Department of Finance Consumer Price Index.

<sup>17</sup> Average weekly earnings for total manufacturing in California, multiplied by 52 weeks and adjusted to 1995 constant dollars. Source: U.S. Bureau of Labor Statistics

<sup>18</sup> Minimum hourly wage, multiplied by 2080 hours and adjusted to 1995 constant dollars. Source: California Department of Industrial Relations.

<sup>19</sup> Federal poverty guideline for a three-person family, adjusted to 1995 constant dollars. Source: U.S. Department of Health and Human Services.

<sup>20</sup> Federal poverty guideline for a one-person family, adjusted to 1995 constant dollars. Source: U.S. Department of Health and Human Services.

**Table X-13** shows that participants found with Earnings All Four Quarters both the first and the second year after program participation had a median change in earnings that ranged from \$1,175 to \$1,329

**TABLE X-13**  
**MEASURE 4 EARNINGS<sup>21</sup>: FIRST AND SECOND YEAR AFTER PROGRAM**  
**PARTICIPATION**  
**FOR EARNINGS ALL FOUR QUARTERS AFTER SET ONLY**  
**1995-96 AFDC COHORT**

BEFORE PROGRAM PARTICIPATION GROUP	EARNINGS ALL FOUR QUARTERS FIRST YEAR AFTER PROGRAM PARTICIPATION SET				
	Number	Median Earnings Before	Median Earnings First Year After	Median Earnings Second Year After	Median Change Second to First Year
Earnings Greater Than or Equal to Annual Minimum Wage	985	\$12,396	\$16,210	\$17,495	<b>\$1,329</b>
Earnings Less than Annual Minimum Wage	5,511	\$2,201	\$10,918	\$11,925	\$1,043
Found in CA, Zero Earnings	5,777	\$0	\$10,977	\$12,035	<b>\$1,175</b>
Not Found in CA	**		**	**	**
COMPARISON EARNING RATES					
	First Year After (1996-97)		Second Year After (1997-98)		
Average Manufacturer's Wage <sup>22</sup>	\$27,305		\$27,818		
Minimum Wage <sup>23</sup>	\$9,744		\$10,330		
Poverty Line (Three-person family) <sup>24</sup>	\$12,801		\$12,854		
Poverty Line (One-person family) <sup>25</sup>	\$7,633		\$7,608		

## E. DETAILED TABLES

On the following pages are the detailed summary tables of the PBA system performance measures for AFDC recipients in 1995-96 and 1996-97. The standard data tables are presented in the following order:

1996-97 AFDC Recipients: Measures 1, 3, 5, and 6

1995-96 AFDC Recipients: Measures 2 and 4

Accompanying this report are the detailed tables of the performance measures for the AFDC recipient subgroup by demographic characteristic. All AFDC recipient data are reported at the state agency level only, since there were no reporting districts or other sub-state organization identified. The standard data tables may be accessed on the California Workforce Investment website: [www.calwia.org](http://www.calwia.org).

<sup>21</sup> All earnings are annual and adjusted to 1995 constant dollars to provide comparison across years, using California Department of Finance Consumer Price Index.

<sup>22</sup> Average weekly earnings for total manufacturing in California, multiplied by 52 weeks and adjusted to 1995 constant dollars. Source: U.S. Bureau of Labor Statistics

<sup>23</sup> Minimum hourly wage, multiplied by 2080 hours and adjusted to 1995 constant dollars. Source: California Department of Industrial Relations.

<sup>24</sup> Federal poverty guideline for a three-person family, adjusted to 1995 constant dollars. Source: U.S. Department of Health and Human Services.

<sup>25</sup> Federal poverty guideline for a one-person family, adjusted to 1995 constant dollars. Source: U.S. Department of Health and Human Services.

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